

# City of Poulsbo

## Planning & Economic Development



To: Planning Commission and City Council  
From: Heather Wright, Planning and Economic Director, Karla Boughton, Special Projects Planner, Nikole Coleman, Senior Planner  
Date: March 18, 2022  
RE: Population and Employment Forecast Briefing – 2024 Comprehensive Plan Update

### 1. Introduction:

Poulsbo is required to plan for population and employment growth in our 2024 Comprehensive Plan Update and is expected to conclude conversations on the amount of projected population and employment growth we want to plan for by June 2022 for the years 2024 to 2044.

Poulsbo (and its UGA) is considered a High-Capacity Transit Community (HCT) along with Bainbridge Island, Kingston, and Port Orchard (and its UGA). According to Vision 2050, HCT communities include existing or planned light rail, commuter rail, ferry, streetcar, and bus rapid transit. PSRC has identified growth targets for Kitsap County and its regional geographies – of which HCTs are one – for population and employment (jobs).

### 2. Kitsap Regional Coordinating Council (KRCC) Population and Employment Target Distribution Adoption Process:

The KRCC process includes: 1) discussion at Land Use Technical Advisory Committee (LUTAC) and between the HCT's, 2) PlanPol discussion and recommendation to KRCC, 3) KRCC Board adoption of amendment, and 4) Countywide Planning Policies (CPP's) amendment to reflect the target population and employment numbers.

LUTAC is comprised of jurisdictions and tribal planning director's and staff. Conversations started in earnest in January 2022 and there has been general consensus on population, while employment needs further refinement. We are currently between the second and third steps of the adoption process and staff is seeking Council and Commission input before the next LUTAC meeting in April. PlanPol was briefed on March 16, 2022, on the population and employment numbers found in Attachment A, Tables 1-3. While PSRC staff are attending and participating in the LUTAC discussions, they will also need to accept final growth target outcomes.

### 3. Meeting Purpose:

The purpose of this meeting is to share what has been discussed to date and to determine if the Commission and Council support the recommendations made at LUTAC. To support this conversation, staff is providing information from PSRC's [Vision 2050](#), the Kitsap County 2021 [Buildable Lands Report](#) and excerpts from the [Poulsbo Commercial Land Market Analysis Report](#).

### 4. Population and Employment Considerations:

#### a. Population – PSRC Vision 2050:

- King, Pierce, Snohomish, and Kitsap counties will grow by **1.756** million by 2050.
- **97,000** new persons allocated to Kitsap County. <sup>1</sup>
- Kitsap County HCT's to accommodate **34,000** between 2017 – 2050<sup>2</sup>
- PSRC recalibrated HCT population target 2020-2044: **24,368**<sup>3</sup>
- Poulsbo's 2020 Capacity (from BLR): **5,546** (City Limit: 4,581 & UGA: 965)<sup>4</sup>



- **Average Growth Rate** from 2010-2020: **2.7%**.
- *Options and Considerations:* The City of Poulsbo has the following options to consider when accepting a population allocation that is at, above or below our capacity (5,546) (i.e., existing density):

Options	Impact to City Limit & UGA	Density Considerations
<b>Full Capacity</b>	No impact.	None necessary.
<b>Less than Capacity</b>	May have to reduce our UGA, more difficult to expand UGA (if desired).	None necessary.
<b>More than Capacity</b>	Increase capacity in our city limits and may need to expand UGA.	Increase may be necessary.

- *Recommendation:* Take our full capacity (5,546). By accepting a population allocation at our capacity, the city can retain its city limits and UGA while also planning for additional capacity. Additional capacity can be provided by implementing recommendations in our housing action plan that will result in different housing types and a more efficient use of the land. In addition, important infrastructure functional plans will likely plan for a longer planning period (often 50 years), and additional considerations for growth can be taken into account, to ensure adequate capital facility planning and project prioritization.

b. Employment - PSRC Vision 2050:

- King, Pierce, Snohomish, and Kitsap Counties will grow by **1.159 million** jobs by 2050.
- New Jobs allocated to Kitsap County: **57,000**.<sup>5</sup>
- Kitsap County HCT’s to accommodate **18,000** between 2017 – 2050.<sup>6</sup>
- PSRC recalibrated number to 2020-2044: **14,728**.<sup>7</sup>
- Poulsbo’s 2020 Capacity: **3,012** (City Limit: 2,915 and UGA: 97).<sup>8</sup>
- Recommendation in Commercial Land Market Analysis Report: **3,927**.<sup>9</sup>
- Poulsbo Average % distribution of HCT jobs (2010 – 2019): **30.7%**.<sup>10</sup>
- **2018 Jobs/Housing Balance** (Source: Housing Action Plan): **1.5** <sup>11</sup>
- *Options and Considerations:* The City of Poulsbo has the following options to consider when accepting an employment allocation that is at, above or below our capacity of 3,012 jobs (i.e., existing density):

Options	Impact to City Limit & UGA	Density Considerations
<b>Full Capacity</b>	Retain our commercial square footage and no changes necessary to UGA & City Center.	None necessary.
<b>Less than Capacity</b>	Provides option to transition commercial to residential. Additional strain on our roads due to reduction in work options.	None necessary.
<b>More than Capacity</b>	Retain our commercial square footage and increase incentives (demand) and capacity in our commercial zones.	Increase may be necessary.

- *Recommendation:* Take more than our capacity; staff is currently considering an allocation within the 3,540 – 4,000 range. Consistent with the Commercial Land Market Analysis recommendation of 5,400 new jobs between 2017-2050, the PED Director proposed accepting a 4,000-employment allocation (when calibrated to the 2020-2044 period).

This recommendation is based on two rationales:

1. Average job distribution between HCTs: Poulsbo’s share of jobs between the four HCT communities between 2010-2019 is 30.7%. A 4,000-job allocation represents a similar percentage share of the PSRC HCT employment target of 14,728. Attachment A, Table 3 depicts that a Poulsbo 4000 allocation represents a 27% share of the total. Staff is recommending retaining this percentage share.
2. Poulsbo has a jobs-housing ratio of about 1.5. This is just inside what's generally considered to be a "good" balance (0.75 - 1.5). This ratio is one of many measures or variables used by city planners to examine the proportions of residents, jobs, and services in urban areas and to guide development planning for efficient city plans and transit networks.

## 5. Conclusion and Next Steps:

### a. Conclusion:

Staff is seeking City Council and Planning Commission support on receiving the population (5,546) and employment (3,540 – 4,000) allocations as presented in this report.

By accepting a **population allocation at our capacity**, the city can retain its city limits and UGA while planning for additional capacity. Additional capacity can be provided by implementing recommendations in our Housing Action plan that will result in different housing types and a more efficient use of the land. In addition, important infrastructure functional plans will likely plan for a longer planning period (often 50 years), and additional considerations for growth can be taken into account, to ensure adequate capital facility planning and project prioritization.

By accepting a **commercial allocation that is slightly above our current capacity**, the city maintains a 1.5 job/housing balance. A jobs-housing ratio in the range of 0.75 to 1.5 is considered beneficial for reducing vehicle miles traveled because people are living and working in the same community. cursory staff analysis of our existing commercial capacity has identified that there is additional available capacity in our commercial areas to accommodate additional growth. In addition, this represents a similar distribution of employment that Poulsbo experienced from 2010-2019.

Furthermore, while the 2024 Comprehensive Plan Update plans for a 20-year horizon or until 2044, the state requires the city and other jurisdictions to perform this exercise again before the 2034 Comprehensive Plan Update based on a forthcoming Vision 2060 report from PSRC. Therefore, the City will have the opportunity to adjust our allocation based on increased or decreased demand for housing and employment due to capacity increases and/or constraints.

### b. Next Steps:

Staff will continue discussions with LUTAC in April with the hopes of completing their population target discussions in time for the proposed adoption date of June 2022. The completion of the population and employment discussions is an important milestone that sets the stage for many of the various elements of the 2024 Comprehensive Plan. Staff plans to start the process of bringing elements of the 2024 Comprehensive Plan to the Commission in May 2022 for discussion and consideration.

## ATTACHMENTS

### HCT Population, Employment Capacity and Growth Target Discussions:

The tables below provide information on all the HCT's including the population and employment capacity as determined by the Kitsap County 2021 Buildable Lands Report, as well as the proposed distribution on population and employment distributions between the HCT's.

<b>Table 1: HCT Population and Employment Capacity (Kitsap County 2021 Buildable Lands Report)</b>		
<i>HCT Community</i>	<i>2020 Population Capacity</i>	<i>2020 Employment Capacity</i>
<b>Bainbridge Island</b>	<b>5,301</b>	<b>1,127</b>
<b>Kingston UGA</b>	<b>2,791</b>	<b>818</b>
Poulsbo City	4,581	2,915
Poulsbo UGA	965	97
<b>Poulsbo Total</b>	<b>5,546</b>	<b>3,012</b>
Port Orchard City	16,250	5,243
Port Orchard UGA	3,552	1,172
<b>Port Orchard Total</b>	<b>19,802</b>	<b>6,415</b>
<b>Total</b>	<b>33,440</b>	<b>11,372</b>
<b>PSRC Forecast</b>	<b>24,368</b>	<b>14,728</b>

<b>Table 2: WORKING DRAFT 2020-2044 Population Growth Target Distribution to HCT Communities</b>		
<i>HCT Community</i>	<i>PSRC 2020-2044 Growth Target Allocation by HCT Regional Geography</i>	<i>Percent of 2020-2044 Growth Target Allocation by HCT Regional Geography</i>
<b>Bainbridge Island</b>	<b>4,524</b>	<b>18.6%</b>
<b>Kingston UGA</b>	<b>3,500</b>	<b>14.4%</b>
Poulsbo City	4,581	18.8%
Poulsbo UGA	965	4%
<b>Poulsbo Total</b>	<b>5,546</b>	<b>23%</b>
Port Orchard City	10,500	43.1%
Port Orchard UGA	3,552	14.6%
<b>Port Orchard Total</b>	<b>14,052</b>	<b>58%</b>
<b>Total</b>	<b>27,622</b>	<b>113.4%</b>
<b>PSRC Forecast</b>	<b>24,368</b>	<b>100%</b>

**Table 3: WORKING DRAFT 2020-2044 Employment Growth Target Distribution to HCT Communities**

<i>HCT Community</i>	<b>PSRC 2020-2044 Growth Target Allocation by HCT Regional Geography</b>	<b>Percent of 2020-2044 Growth Target Allocation by HCT Regional Geography</b>
<b>Bainbridge Island</b>	<b>1,927</b>	<b>13.1%</b>
<b>Kingston UGA</b>	<b>1,400</b>	<b>9.5%</b>
Poulsbo City	3,903	26.5%
Poulsbo UGA	97	0.7%
<b>Poulsbo Total</b>	<b>4,000</b>	<b>27.2%</b>
Port Orchard City	5,400	36.7%
Port Orchard UGA	1,500	10.2%
<b>Port Orchard Total</b>	<b>6,900</b>	<b>46.9%</b>
<b>Total</b>	<b>14,227</b>	<b>96.6%</b>
<b>PSRC Forecast</b>	<b>14,728</b>	<b>100%</b>

## Endnotes:

<sup>1</sup> Vision 2050, Figure 6, p.30<sup>2</sup> Vision 2050, Figure 6, p.30<sup>3</sup> PSRC recommended in its Guidance for Growth Targets to Implement Vision 2050, that planning period be calibrated to fit more closely to the GMA planning period to 2044 (as opposed to 2050). PSRC provided LUTAC with recalibrated population and employment numbers that are less than what is in Vision 2050. <https://www.psrc.org/sites/default/files/vision-growth-targets-guidance.pdf><sup>4</sup> Kitsap Buildable Lands Report, p. 57<sup>5</sup> Vision 2050, Figure 7, p. 30<sup>6</sup> Vision 2050, Figure 7, p. 30<sup>7</sup> PSRC recalibrated employment<sup>8</sup> Kitsap Buildable Lands Report, p. 69<sup>9</sup> Commercial Land Market Analysis, p.20, Poulsbo City-Wide Employment Allocation<sup>10</sup> Commercial Land Market Analysis, p.32, average of 2010, 2017, 2018, 2019 %job share<sup>11</sup> [Poulsbo Housing Action Plan Appendix A](#), p. 11-12